The Whitehorse Mining Initiative Leadership Council Accord expresses a strategic vision for mining in Canada. By signing the Accord, the signatories are endorsing the Accord as a whole and as individuals. Their signatures represent their commitment to promote the Accord among their respective constituents and, as individuals, to advance its principles and goals. The Accord is not intended to constrain either the signatories or the organizations they represent in the views they may express regarding the principles and goals and how they may best be advanced. The Accord is not intended to create legal obligations between the signatories, the organizations they represent and/or third parties; it is intended to establish a framework for dealing with issues related to mining in Canada in a cooperative and collaborative manner.

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WHITEHORSE MINING INITIATIVE
BACKGROUND

Introduction

The Canadian mining industry is facing major challenges as it prepares to enter the 21st century.

Mining helps to make Canada one of the most favoured societies of the world. We are resolved that it should help lead us into an equally bright future.

This Accord forges a key to that future. It is a summons to change, framed within the context of a commitment to social and environmental goals. What we seek is a sustainable mining industry within the framework of an evolving and sustainable Canadian society.

The specific challenges facing mining in Canada are complex. Some are outside Canada's control. We cannot escape the reality of the nature of global competition. Numerous mineral-rich countries have liberalized their economic and political systems to attract investment. Many of the challenges, however, do come under our control and can be addressed through the cooperation of different sectors within Canada.

Against this background, the mining industry concluded that it needed support, assistance and advice within a non-adversarial framework to help it develop a new strategic vision and to create solutions for the 21st century.

The Mining Association of Canada, on behalf of the mining industry, took a suggestion for a multi-stakeholder process to the mines ministers of all senior governments at their annual conference in Whitehorse in September 1992. The ministers agreed to become co-sponsors and trustees of the process and named it the Whitehorse Mining Initiative (WMI). Representatives of five sectors of society agreed to participate. They were the mining industry, senior governments, labour unions, Aboriginal peoples, and the environmental community.

Full-scale discussions began in February 1993 and, eighteen months later, culminated in this Accord.

The Accord adopts a strategic vision for a healthy mining industry in the context of maintaining healthy and diverse ecosystems in Canada, and for sharing opportunities with Aboriginal peoples. It calls for improving the investment climate for investors, streamlining and harmonizing regulatory and tax regimes, ensuring the participation of Aboriginal peoples in all aspects of mining; adopting sound environmental practices; establishing an

ecologically based system of protected areas; providing workers with healthy and safe environments and a continued high standard of living; recognition and respect for Aboriginal treaty rights; settling Aboriginal land claims; guaranteeing stakeholder participation where the public interest is affected; and creating a climate for innovative and effective responses to change.

The Structure

A three-tiered structure was established with a Leadership Council to provide high-level direction and accountability, a Working Group to deal with funding, and planning and monitoring of work, and Issue Groups to define and address issues and to prepare recommendations.

On the Leadership Council were all the mines ministers in Canada, top officials of mining and processing companies, leaders of national Aboriginal organizations, labour unions and environmental organizations, and independent individuals drawn mainly from the academic field.

On the Working Group were assistant deputy ministers and other senior bureaucrats from a range of ministries and departments, upper-management officials in mining and processing companies, heads of industry associations, and key representatives from the Aboriginal, labour, and environmental communities.

Four Issue Groups were established, each with a membership drawn from all stakeholders. Members participated as informed individuals and often as representatives of their constituencies. The Issue Groups were named according to the subject they addressed: Finance/Taxation, Environment, Land Access, and Workforce/Workplace/Community. Each produced a set of principles and objectives, and together produced an extended list of more than 150 very specific recommendations.

A Secretariat provided services to all three levels of the Initiative and, under the direction of the Working Group, was responsible for managing the budget, planning and coordinating all activities, handling internal and external communications, providing writing and editorial support, and managing the day-to-day operations of the Initiative.

Finally, a group was created, comprising representatives from all of these groups, to address issues such as implementation and communications. This group was also asked by the Leadership Council to produce a first draft of this Accord.

The Accord

The Leadership Council adopted this Accord on September 13, 1994. It contains a brief background, a vision statement, 16 principles, 70 goals, and a statement of commitment to follow-up action.

The Accord represents a dramatic step toward constructive relationships. It is largely drawn from the reports of the four Issue Groups.

The process that culminated in the Accord was a remarkable achievement in the history of mining in Canada. It was so novel that it attracted international attention among mining industry officials, governments, and other stakeholders in Australia, the United States, and other mining countries, all of whom followed its progress with keen interest.

The implementation period following the signing of the Accord will involve building still broader support within constituencies based on the momentum already achieved and encouraging stakeholder support for the Principles and Goals.

Work of the Issue Groups

The signing of this Accord is a tribute to the dozens of people who participated in the four Issue Groups. They contributed hundreds of hours of effort, wrestled with difficult issues, challenged each other's preconceptions, struggled to find consensus, and produced reports that became the paving stones on the path to Leadership Council consensus.

They faced a strict timetable that required each group to meet six to eight times over a ten-month period and, between meetings, to analyze issues, resolve differences of opinion, canvass constituents, and develop proposals. It was a demanding process but it was remarkable in the range of agreement that resulted and in the mutual respect which developed.

The reports, including the Issue Group recommendations, will provide a rich source of inspiration and counsel when stakeholders undertake implementation, individually or cooperatively. Although the reports stand as the work of individuals who could not always speak for the breadth and scope of their constituencies, they are an expression of expert and experienced opinion. As such, they constitute important products of the WMI as a whole, and should continue to be referenced by stakeholders and addressed in follow-up processes resulting from this Accord.

Organization of the Accord

The substance of the Accord is presented under the following themes that encompass the major challenges facing mining in Canada. It should be recognized that, although these themes are separated by topics, in reality, they are interdependent, and efforts to address them should be integrated:

Theme	Area of Challenge
Addressing Business Needs	• Business Climate • Financing • Taxation • Overlap and Duplication • Government Services
Maintaining a Healthy Environment	• Environmental Protection • Planning and Environmental Assessment • Use of Information and Science in Environmental Decision Making
Resolving Land Use Issues	• Land Use and Land Access • Protected Areas • Certainty of Mineral Tenure
Ensuring the Welfare of Workers and Communities	• Attracting and Retaining Skilled Workers • Maximizing Community Benefits from Mining
Meeting Aboriginal Concerns	• Aboriginal Lands and Resources • Aboriginal Involvement in the Mining Industry
Improving Decisions	• Open Decision-Making Processes

Within each area of challenge, we present a contextual statement describing the nature of the challenge facing mining in Canada, a statement of the Principles which will guide our responses to the challenge, and the Goals that we will pursue in our responses.

WHITEHORSE MINING INITIATIVE

VISION

Our vision is of a socially, economically and environmentally sustainable, and prosperous mining industry, underpinned by political and community consensus.

Mining is an important contributor to Canada's well being, both nationally and regionally. The Whitehorse Mining Initiative is based on a shared desire to ensure that mining continues to make an important contribution within the context of sustainable development.

This vision is more simply stated than achieved. We recognize that the natural environment, the economy, and Canada's many cultures and ways of life are complex and fragile, and that each is critical to societal survival. Furthermore, no aspect of social, economic, and environmental sustainability can be pursued in isolation or be the subject of an exclusive focus without detrimentally affecting other aspects.

We also recognize that this vision will serve us well in responding to the uncertainties of the future. The context within which we seek to achieve our vision is dynamic. Social, economic, and environmental systems are constantly changing. Therefore, it is essential in realizing this vision that we enhance our ability to recognize, anticipate, and respond to change while striving to achieve a level of predictability that will allow us to pursue environmental, social and economic goals.

The realization of this vision is not, and cannot, be the responsibility of any one group. None of the stakeholders can achieve its objectives without the cooperation and support of the others. We are all aware of the need to speak plainly about the issues that face us, to think creatively about possible responses to them, and to work cooperatively to ensure that they are addressed effectively.

The **Principles and Goals** that we have adopted represent a major and historic first step toward revitalizing mining in Canada. They point to changes that can restore the industry's ability to attract investment for exploration and development and, at the same time, ensure that the goals of Aboriginal peoples, the environmental community, labour, and governments will be met.

The process by which we reached consensus also establishes a framework for creative cooperation, which is most important in this era of dynamic change. It is a framework that can help us anticipate, react, and adapt to changes quickly and effectively by allowing us to capitalize on the goodwill and the ability we have developed to work together, by enabling us to draw on the collective expertise of all stakeholders, and by encouraging us to resolve differences in a constructive spirit.

PRINCIPLES & GOALS

BUSINESS CLIMATE

Canada's mining industry is important to this country's social, environmental and economic well being. The emergence of strong new competition from abroad, together with domestic factors which discourage investment, has created a competitive challenge to the Canadian mining industry in raising adequate capital for exploration and development. Meeting the challenge will require addressing a complex variety of domestic factors that affect the investment climate.

Our Principle

A policy framework which recognizes the need to attract capital in the face of international competition, while meeting the environmental and social objectives of Canadians, will optimize industry's economic contribution.

Our Goals

To work for a mix of policies at the federal, provincial and territorial levels which both recognize Canada's status as an open economy and satisfy the objectives of Canadians for progress in the economic, social and environmental spheres.

To establish a regulatory regime that is both effective and efficient in maintaining prescribed standards of activities and operations, and in reducing the cost of complying with regulatory requirements.

FINANCING

To increase exploration levels, replenish reserves and ensure continuing economic benefits from mining, Canada needs to remain competitive in attracting investment capital (debt and equity) for domestic exploration and development. Capital formation and distribution occur globally, and capital allocation is sensitive to real and perceived risks and to factors such as delays in issuing permits, uncertain processes, compliance costs, and direct and indirect levies. For Canada to compete successfully for global investment capital, an immediate challenge is to make securities regulations and capital markets across Canada more coordinated and efficient which will help them to facilitate the raising of risk capital, especially for the junior sector.

Our Principle

The mineral industry requires readily accessible investment capital on a globally competitive basis.

Our Goals

To ensure that the Canadian mineral industry has ready access to capital for exploration and development in Canada.

To make securities regulations and policies more responsive to the needs of the mining sector, especially the junior sector, while protecting interests of investors.

To identify and address any policies and regulations that may impede capital formation and investment.

To overcome existing obstacles in accessing debt capital by addressing the current regulatory and policy uncertainty with respect to the environmental liability of lenders.

To enhance access to debt capital by decreasing the current policy and regulatory uncertainty with respect to mineral tenure.

Canada's mining industry faces strong new global competition for mineral investment as other countries make concerted efforts to improve their investment climates, including their tax regimes. Consequently, the mining industry is concerned about Canada's tax regime, especially the impact of non-profit taxes and how this affects its ability to attract investment. However, it is recognized that it is difficult to compare tax levels with other countries.

Our Principle

A well designed tax system (income taxes, mining taxes, and non-profit taxes, levies, and charges) provides revenue, supports Canada's ability to attract investment, and reinforces the ability of companies to find, develop and operate mines in Canada.

Our Goals

To establish a tax regime that is, and is seen to be, simple, pragmatic, and fair, including an overall greater reliance on profit-based taxes as opposed to non-profit related taxes and charges.

To ensure tax regimes maintain a balance between the revenue needs of governments and the industry's need for a return on investment.

OVERLAP AND DUPLICATION

Environmental regulation of mineral exploration and development includes a number of processes to conduct assessments, secure approvals and acquire permits, all of which vary according to the jurisdiction. In some cases, these regulations overlap with or duplicate other regulations, thereby causing unnecessary costs and confusion for the industry as well as for other stakeholders interested in participating in public regulatory processes. It is in the interest of all parties to optimize the efficiency of these processes without compromising environmental protection or the public's right to participate.

Our Principle

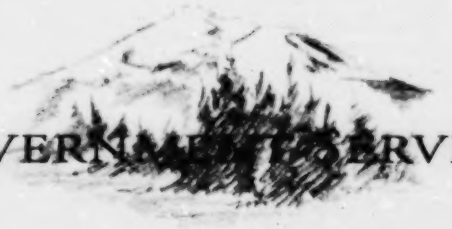
Elimination of unnecessary regulatory duplication and overlap, with appropriate checks and balances, will aid the effective protection of the environment and achieve greater efficiency in regulating the mining industry.

Our Goals

To continue to establish cooperation agreements among jurisdictions for the development, administration, and enforcement of environmental standards to improve the efficiency and effectiveness of the regulatory system and to reduce unnecessary industry regulatory compliance costs.

To streamline the permitting and compliance processes to minimize the time and costs to meet the requirements of the various regulatory regimes.

To develop processes such that each new mining project is subject to a single timely environmental assessment by an appropriate single lead agency, which results in only one set of recommendations that meet the requirements of all jurisdictions.



GOVERNMENT SERVICES

Governments provide services essential to a healthy mining industry including geological surveys, exploration data management, administering consistent rules for mineral tenure and mine reclamation, attracting investment, facilitating development, promoting exports and conducting research. Due to declining budgets, the provision of these services is at risk. In response, governments are exploring curtailing services, cost-recovery measures, revenue generation, and efficiency improvements. The mining industry is concerned about erosion of services, especially when some of these can be provided most effectively by government and industry must bear additional costs of performing these activities.

Our Principle

In an era of declining budgets, it is important that governments be more fiscally responsible but not to the point of eroding services essential to ensuring a healthy domestic mineral industry.

Our Goal

To find the means during government cutbacks to continue the provision of essential government services and products while maintaining adequate standards of quality and expertise, through a combination of adequate base budgets, increased efficiency, cost saving, cost recovery, and non-tax revenue earnings.

ENVIRONMENTAL PROTECTION

Given that mining activities have an impact on the environment, there are three areas of environmental challenge: minimizing the environmental impacts of exploration; ensuring that for currently active and future mine sites, regulatory mechanisms and financial assurances are in place that achieve both environmental protection and economic viability; and rehabilitating sites where a mining activity has ceased.

The environmental impact of mining can be minimized by: careful exploration; mine design and operation, including risk assessment; and appropriate management policies, programs, and procedures. Prevention of post-closure impacts requires effective site reclamation and monitoring. Voluntary programs emphasizing a comprehensive risk management approach can anticipate and prevent problems and supplement a regulatory approach.

Our Principle

Environmentally responsible mining exploration, development, operations and public policies are predicated on maintaining a healthy environment and, on closure, returning mine sites and affected areas to viable, and, wherever practicable, self-sustaining ecosystems that are compatible with a healthy environment and with human activities.

Our Goals

To ensure minimal environmental impact during mining exploration, development, operations, and closure by voluntary and regulatory means, including the use of appropriate environmental effects monitoring.

To ensure that comprehensive reclamation plans that return all mine sites to viable, and, wherever practicable, self-sustaining ecosystems are developed, and are adequately financed, implemented, and monitored in all jurisdictions.

To ensure that the responsible governments maintain a balanced regulatory framework for mine reclamation that is stable over time, harmonized across jurisdictions, and based on standards that meet the needs of a sustainable society. And that changes to the framework be made through a measured, consultative, and predictable process with appropriate phase-in periods.

To develop techniques through interdisciplinary research that minimize or prevent adverse environmental impacts, and that return disturbed sites to viable, and, wherever practicable, self-sustaining ecosystems.

To provide a regime for mine reclamation financial assurances at current and future mines which ensures adequate funds for full reclamation and a means of financial assurance that is reasonable, flexible and responsible.

To establish in each jurisdiction an acceptable means of identifying responsible parties to undertake reclamation of old mine sites that pose a health, safety, or environmental problem.

To establish in each jurisdiction funding means for reclaiming old mine sites where responsibility cannot be assigned. Reclamation should begin with those sites posing the greatest risk.

To encourage the exploration of old mine sites which, if successful, may lead to potential environmental clean-up opportunities through redevelopment.

To ensure the development of site-specific reclamation standards which, wherever practicable, work toward the establishment of the original ecosystem but which, when justified by specific circumstances, take into account the possible need for on-going management and the possibility of other desirable uses.

PLANNING AND ENVIRONMENTAL ASSESSMENT

Environmental assessment, when linked with land-use planning and an on-going monitoring program, is a valuable and necessary process which contributes to the economic, social and environmental goals of responsible development. Too often, one or several of these elements are missing in planning and assessment processes. Confrontations can result and the environment can be harmed in the absence of transparent, efficient and accountable environmental assessment processes. Increased certainty for all stakeholders is an important product of an effective assessment process.

Our Principle

Environmental assessment is an essential tool for identifying potential environmental impacts of proposed projects, determining their acceptability, and evaluating potential mitigation and remediation measures, thus enabling economic activity to proceed while safeguarding the health of the environment.

Our Goals

To ensure that project-specific environmental assessments are effective, efficient, and well defined, and are conducted in the broader context of:

- an integrated land-use planning process, and
- government policies and programs.

To ensure that the terms of reference and scope of environmental assessments are ecologically relevant and are decided upon early in the process.

To have environmental assessment processes which are formally structured, credible, balanced, and fair.

To ensure that government policies and programs adequately incorporate environmental considerations.

To ensure that monitoring programs are efficient and effective, and provide adequate feedback to stakeholders.

USE OF INFORMATION AND SCIENCE IN ENVIRONMENTAL DECISION MAKING

Scientific research and high-quality information are required to permit the effective identification, solution and prevention of environmental problems. Traditional knowledge of Aboriginal peoples and others may add useful information in addition to the normal scientific methods. In the past, arguments over the need for scientific certainty delayed action in situations where it was required.

Our Principle

For sound environmental decisions to be made during the life cycle of a mine:

- all stakeholders need access to high-quality, relevant, and unbiased information grounded in sound science; but
- complete scientific certainty is not a prerequisite to appropriate action to protect the environment where risk of serious adverse impacts to the ecosystem is evident.

Our Goals

To broaden and improve the information base on the environmental effects of mining and to ensure that all information is accurate, unbiased, and developed in a manner consistent with professional standards and scientific methods.

To promote meaningful participation by Aboriginal peoples and the use of traditional and local knowledge.

To ensure that decisions which could lead to serious adverse impacts on ecosystems are made cautiously, on the best available information, and address the limitations of science.

To promote research on the environmental impact of mining and on minimizing those impacts.

LAND USE AND ACCESS

Public policy with respect to land access and land use related to mining is widely criticized. Too often, land-use decisions have not provided the certainty that many stakeholders are seeking. In many instances, there is an absence of regional land-use planning altogether, and other processes such as the granting of permits and environmental assessment are made more difficult because issues of compatibility and suitability of land uses have not been addressed. Dealing with land-use questions early through an effective land-use decision-making process will enhance the quality and efficiency of other related processes. It is in the interests of all stakeholders that there be fair and effective decisions that promote the best use of land and resources, involve and respect the rights of all stakeholders and integrate traditional pursuits and social, economic and environmental goals, objectives and commitments.

Our Principle

Access to land for exploration and development is a fundamental requirement for the mining industry.

Our Goals

To make land-use and land-access policy and decision-making processes accessible to all stakeholders whose interests are affected.

To ensure that decision-making processes consider the requirements of the mining industry and other stakeholders for land access and use.

To develop collaborative mechanisms, outside permitting processes, through which stakeholders can address and resolve contentious issues on an on-going basis, both in the context of specific projects and for broader policy matters.

To ensure that land-use and land-access decisions are timely and result in as much certainty and clarity as possible for all stakeholders.

PROTECTED AREAS

In response to accelerating habitat loss, species extinction and the human-related disruption of ecosystems throughout the world, Canada has joined the global initiative to identify and protect representative portions and special features of all natural regions as evidenced by the Tri-Council Statement of Commitment to Complete Canada's Networks of Protected Areas. It is also recognized that access to land is a fundamental requirement to the mining industry and that the cumulative impact of setting land aside from exploration and development can have serious economic consequences. Notwithstanding this, there is a consensus amongst stakeholders that Canada does need to protect representative samples of both its natural regions and its critical wildlife habitats. There is also consensus on the need for clear, scientifically based criteria for the identification of protected areas and for all stakeholders to be involved in the final selection of protected areas. However, there is not yet agreement amongst stakeholders regarding the number of regions and the amount of a region that need to be protected in order to achieve representativeness. A timely and definitive establishment of those protected areas required to achieve representativeness in Canada's natural regions, and clarification of permitted uses elsewhere, will allow governments to meet their environmental objectives and provide the mining industry with greater certainty regarding access to land for exploration and development.

Our Principle

Protected area networks are essential contributors to environmental health, biological diversity, and ecological processes, as well as being a fundamental part of the sustainable balance of society, economy, and environment.

Our Goals

To create and set aside from industrial development by the year 2000 those protected areas required to achieve representation of Canada's land-based natural regions.

To use, after establishing where they do not already exist, clear scientifically based criteria for determining both the number of regions and the amount of a region that need to be protected in order to achieve representativeness.

To ensure that the selection of protected areas is undertaken consistently across all jurisdictions, including an identification of candidate protected areas by government, based upon scientific criteria, followed by consultation with the mining industry and all other stakeholders, and final selection taking into account appropriate economic, environmental and social information.

To have government policies clearly state that, subject to complying with all applicable legislation and regulatory requirements, mining is an acceptable and permitted activity in non-protected areas.

To provide that mining may be an acceptable and permitted activity in conservation-related areas not required to achieve representativeness so long as such development is compatible with the objective of such an area and is congruent/consistent with relevant legislation and management policies.

To ensure that Aboriginal peoples are involved in the selection and management of protected areas, benefit from economic opportunities related to development and operation of protected areas and have access to protected areas consistent with management plans for traditional economies and ceremonial, cultural, subsistence, and social practices.

To coordinate the selection of protected areas across jurisdictions so as to achieve representation without unnecessary duplication.

CERTAINTY OF MINERAL TENURE

The process of exploring and developing a mineral project is a high-risk venture that becomes increasingly expensive with each stage in the process. Certainty of mineral tenure is essential in providing the individuals and companies committed to exploration and development, and the investors who choose to support them, the confidence that their investment is protected. This includes certainty that upon an individual staking a claim, that individual is exclusively entitled to further explore, develop and acquire the mineral rights under claim and develop that claim through to production so long as all statutory and regulatory obligations are met and required approvals obtained. On the other hand, governments need some latitude to manage public resources during periods of rapidly changing public policy. The challenge to governments, therefore, is to balance the needs of the mining industry and the other stakeholders so that the industry has a high degree of certainty with respect to mineral tenure and governments can continue to develop public policies, subject to clear guidelines on issuing and modifying or revoking mineral tenure.

Our Principle

Certainty with respect to mineral tenure and in acquiring the right to mine as described in legislation is critical to mineral investment.

Our Goals

To ensure certainty with respect to mineral tenure and the process for acquiring the right to mine as described in legislation.

To ensure that all governments have and communicate clear policies on mineral tenure, revocation and compensation.

To ensure that, for companies in compliance with regulatory requirements, revocation of mineral tenure is used only in extraordinary circumstances and that appropriate compensation occurs in a fair and timely manner.

ATTRACTING & RETAINING SKILLED WORKERS

The mining industry's requirement for a skilled and adaptable workforce to take advantage of modern technology, makes skills development and retraining an absolute necessity. Professional recruitment is constrained by company "downsizing" and falling university enrollments. Employment of Aboriginal peoples and women is still relatively limited, and new opportunities are restricted by a static or falling workforce. Workforce mobility is also limited: workers with skills and qualifications acquired in one jurisdiction are not always qualified in other jurisdictions. Workers who lose their jobs as a result of mine closure or workforce reductions are often lost to the industry, with the resulting loss of society's investment in the development of their skills.

Occupational health and safety is also an important consideration for current and future potential workers in the mining industry. Although much has been accomplished in occupational health and safety over the past several years, it must be recognized that health and safety is an area which demands continuous improvement to accommodate changing technology and to maintain the momentum for improved conditions across Canada.

Our Principle

The success of Canada's mining industry depends on the continuing availability of a skilled, well-trained, and mobile workforce operating in a healthy and safe environment.

Our Goals

To have in place appropriate mechanisms to address human resource development issues in the mining industry.

To improve the mobility of workers employed in the industry by developing a well-trained workforce with portable skills that are recognized inside and outside the industry.

To develop strategies to increase training opportunities for workers in the industry.

To improve access to training for workers not currently in the mining industry, especially for people in or near mining communities.

To enhance employment and training opportunities for groups which have traditionally been under-represented in the mining industry.

To establish worker health and safety standards so as to protect workers' health and safety. Criteria should be drawn from scientific data that is subject to public scrutiny and review. In circumstances where there is disagreement or uncertainty, the standard should be set to provide protection for the worker's health and safety as determined by processes in individual jurisdictions.

To continue improvements in health and safety based on best practices to accommodate changing technology and changing working environments.

To design a regulatory framework for workplace health and safety which:

- is developed by the government in each jurisdiction, in consultation with industry and labour; and
- shows consistent rules for similar operations in each jurisdiction.

MAXIMIZING COMMUNITY BENEFITS FROM MINING

Mining is the economic mainstay of many communities in Canada, providing significant economic benefits to those communities. At the same time, the dependence of these communities on mining activity makes them more vulnerable to economic fluctuations than other communities with more diverse economic bases. It also means that when mines come to the end of their economic life and close, the socio-economic dislocation can be significant.

Although some of these problems can be addressed by operating mines on a long-distance commuting basis, such operations raise a different set of socio-economic issues for workers and their families, and result in different patterns of community benefits from mining activity.

Our Principle

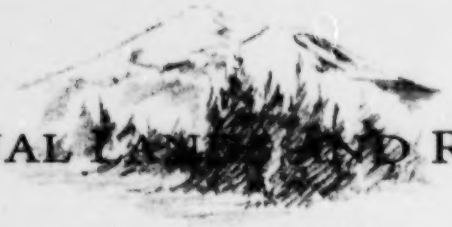
The economic benefits for workers and communities from mining exploration, development, and operations are maximized when these activities are planned carefully, taking into account both direct and indirect impacts.

Our Goals

To produce the maximum practicable socio-economic benefits of mining for communities.

To minimize the consequences of mine closure on workers and communities by fully integrating plans for the life cycle of mining operations into the economic development plans of mining-dependent communities.

To reduce any negative social, economic, and labour relations consequences of long-distance commuting to mining operations, and to address fly-over effects of long-distance commuting.



ABORIGINAL LAND AND RESOURCES

Aboriginal peoples within Canada have rights protected under the *Constitution Act, 1982*. These consist of Aboriginal rights or rights set out in treaties and land-claim agreements, including rights respecting land and resource management. There are also unresolved, unrecognized, or pending land claims and non-ceded areas, where Aboriginal peoples have maintained a use and occupancy of, and affinity for, the land. In most cases in the past, mineral development in the traditional territories has proceeded without the Aboriginal community or without obtaining its consent. There are still some instances where the community does not derive benefits even when it does consent to development. Where land claims are unresolved, unrecognized or pending, in areas where Aboriginal peoples have maintained a use and occupancy of, and affinity for the land, interim business or resource development agreements are sometimes being used where development is desired.

Our Principle

Aboriginal peoples have rights protected under the *Constitution Act, 1982*, which include, among others, rights to lands and resources.

Our Goals

With a view to providing a more certain climate for mineral exploration and development, to ensure that:

- Aboriginal land claims are settled expeditiously, efficiently, and fairly;
- the structure for negotiations is well defined and clearly understood;
- the negotiation process is supported by adequate resources; and,
- third-party rights relating to land and resources are recognized and referenced in land-claim agreements.

To develop and maintain enhanced communications between the mining industry and other stakeholders, and Aboriginal groups concerning the status of negotiations and, in the post-settlement period, an explanation of the rights and obligations established under any land claim and related agreements.

To have timely, consistent, dependable, and simple rules and processes for resource development in claims-settlement areas and in post-settlement mechanisms where such development is desired by an Aboriginal community.

To establish in claim settlements simple and effective regulatory regimes governing land use and environmental management.

To develop interim business agreements and/or participation agreements between the mining industry and affected Aboriginal communities.

ABORIGINAL INVOLVEMENT IN THE MINING INDUSTRY

Many Aboriginal communities want to become more involved in all aspects of development, including the mineral industry. The mining industry could facilitate socio-economic growth in Aboriginal communities.

Our Principle

Aboriginal peoples are entitled to opportunities to participate fully in mineral development at all stages of mining and associated industries and at all employment levels.

Our Goals

To remove the barriers — real and artificial — to education, workplace, and business opportunities that often prevent Aboriginal peoples from maximizing benefits from the mining industry.

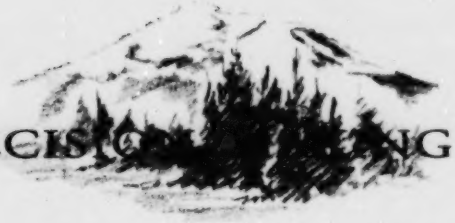
To allow increased participation of Aboriginal peoples in all parts of the mining industry, including direct employment and related economic or business opportunities.

To allow the mining industry, Aboriginal peoples, and other interested stakeholders to develop formalized partner relationships in which there is a better awareness of respective issues, needs, and concerns, and a higher level of mutual understanding.

To support policies, legislation, and agreements that encourage growth in business relationships between the mining industry and Aboriginal communities.

To ensure regular and open consultations between exploration companies and mine developers, and Aboriginal communities, and to ensure that the Aboriginal communities are involved in decision-making processes that concern exploration, infrastructure development, mine development, and reclamation.

To remove any impediments in the *Indian Act* and the *Indian Mining Regulations*, in provincial and territorial legislation, in federal-provincial agreements, or under development policies, to full participation of Aboriginal peoples in economic opportunities in mining and related businesses.



OPEN DECISION-MAKING PROCESSES

The increasingly complex relationships among our environmental, economic and social needs require open decision-making processes that effectively and efficiently address a wide range of interests and rights. Not all interests have been considered in decision making in the past; an open process allows all stakeholders fair access to decision making and encourages broader support for decisions. Such processes recognize that stakeholders need opportunities to provide meaningful input.

Our Principle

Decisions are improved when reached through open, transparent, timely, and well-defined processes with meaningful and responsible participation by stakeholders.

Our Goals

To expand the opportunity for meaningful and responsible participation by governments, the mining industry, employees and their representatives, Aboriginal peoples, the environmental community, and local communities in decision-making processes that affect the public interest.

To ensure that stakeholders have access to necessary information and, within clearly established criteria, resources that enable them to participate.

To enhance public trust in decision-making processes by ensuring that stakeholder viewpoints are fairly heard and considered.

WHITEHORSE MINING INITIATIVE COMMITMENT

It is essential that we translate **Our Principles and Goals** into action, and that we maintain a framework for an ongoing relationship.

Therefore, we, the undersigned members of the Leadership Council, undertake to:

- promote the Accord within our respective constituencies and familiarize constituents with the Whitehorse Mining Initiative recommendations;
- support its Vision and advance its Principles and Goals, in the interests of all Canadians;
- in cooperation with other stakeholders, develop and adopt action plans to give effect to the Accord within our respective jurisdictions; and
- support and encourage individual stakeholders who wish to undertake actions consistent with the spirit and intent of the Accord.

We, the members of the Leadership Council, sign and endorse this Accord. We recognize that all WMI stakeholders have an important role in the future of mining in Canada. We undertake, in the interests of all Canadians, to support its Vision and to advance its Principles and Goals.

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The Provinces of Newfoundland and Quebec and the Assembly of First Nations were not able to sign the Leadership Council Accord at the time of the September 1994 Mines Ministers Conference. The province of Newfoundland was unable to sign because the Accord had not been endorsed by the provincial cabinet. In Quebec, the government elected on September 12, 1994 wished to examine the Accord before deciding on a position about it. The province of Alberta would not sign the Accord. The Assembly of First Nations advised that widespread consultations had not been conducted with First Nations. Additionally, land claims and treaty groups had not been consulted to assess the impacts of the Whitehorse Mining Initiative. Most Leadership Council members expressed complete support for the process as a whole and in particular, the approach to discussing and dealing with issues between diverse stakeholder groups.

For copies of the Whitehorse Mining Initiative Leadership Council Accord and Issue Group reports, please contact The Mining Association of Canada:

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APPENDICES

SECTOR PERSPECTIVES

THE ABORIGINAL PERSPECTIVE ON THE WHITEHORSE MINING INITIATIVE

Mineral exploration and development has occurred in many parts of Canada on lands where Aboriginal peoples have maintained a use, affinity for the land, and occupation for thousands of years. Aboriginal communities have depended on the land for a warehouse of natural resources for survival. In the past, mineral activity has disrupted the traditional lifestyle and has left few traditional economic opportunities for Aboriginal peoples.

Aboriginal peoples have not always been consulted on mineral activity nor invited to participate in environmental and infrastructure planning related to a mine project on their lands. They have not received cash compensation, been included in business opportunities, nor been offered opportunities for quality training and quality employment. Similarly, environmental organizations do not consult Aboriginal peoples. In many cases, environmentalists' lack of respect for community economic development goals and objectives hinder community well being and economic growth. On the other hand, poor environmental management practices and lack of a holistic management approach, often leave the landscape uninhabitable for Aboriginal peoples when a mine closes.

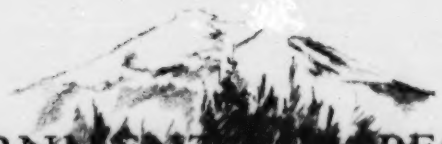
Recommendations to bind and improve relations between Aboriginal peoples and the mining industry, for present and future generations, will come out of the Whitehorse Mining Initiative.

INDUSTRY PERSPECTIVE ON THE WHITEHORSE MINING INITIATIVE

The many issues facing Canada's mining industry are both domestic and international in origin. Beyond Canada's borders, global factors will continue to be an important influence on the fortunes of Canada's mining industry. These are outside our control. However, we can and must address those factors within Canada which shape the domestic policy and regulatory environment, and which have a major impact on the competitiveness of Canada's mining industry. Making the necessary improvements to the complex and dynamic policy and regulatory scene in Canada requires the efforts of everyone. It was for this reason that industry suggested a broadly based consultation with key stakeholder groups. The Whitehorse Mining Initiative's outputs will be both tangible and non-tangible. Principles, goals and recommendations will be directed at each stakeholder group, and at policy and regulation. Equally importantly, the Whitehorse Mining Initiative can open avenues of dialogue, increase understanding amongst the respective stakeholders and facilitate behavioral changes on all sides. A successful conclusion of the Whitehorse Mining Initiative will help to assure the future of mining in Canada.

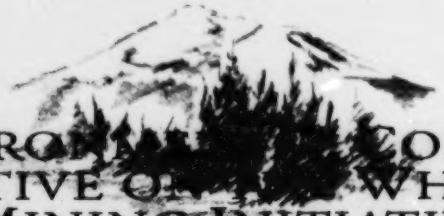
THE LABOUR P[illegible]TIVE ON THE WHITEHORSE [illegible]G INITIATIVE

Three features of the Whitehorse Mining Initiative made participation attractive for the labour movement. First, through its involvement of the mining industry as a whole, it offered the opportunity to bring forward issues directly affecting our membership and their communities that go beyond those traditionally dealt with in collective bargaining such as training, work reorganization, closure planning and long-distance commuting operations. Second, through the involvement of other stakeholders — the government, Aboriginal peoples and the environmental community — it offered the opportunity to integrate the union's work in other areas with its core collective bargaining responsibilities. Third, the union felt that its experience in conflict resolution and its independent knowledge of the mining industry could make a positive contribution to the process of consensus building on a multi-jurisdictional basis contemplated by the Initiative.



THE GOVERNMENT PERSPECTIVE ON THE WHITEHORSE MINING INITIATIVE

Canada's mines ministers recognized that a cooperative approach involving all stakeholders held the best promise for addressing the complex challenges facing the mining industry and for maintaining a prosperous industry committed to sustainable development and the creation of skilled jobs for Canadians. We were pleased that the mining industry took the lead in proposing this type of approach through the Whitehorse Mining Initiative. We were especially gratified that labour, Aboriginal peoples and environmental groups came forward as active participants in the process. This collaborative approach will help to guide governments as they develop the economic, environmental and social policies and programs that affect this important industry.

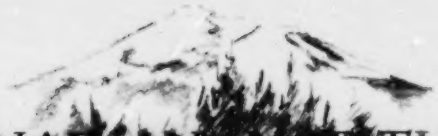


THE ENVIRO[illegible]COMMUNITY'S PERSPECTIVE O[illegible]WHITEHORSE MINING INITIATIVE

Given that industrial development will continue, the environmental community believes that government and industry must adopt and strengthen programs, practices and regulations to ensure that mining in Canada has as little environmental impact as possible. The Whitehorse Mining Initiative has the potential to be a critical step in removing the institutional barriers to putting the mining industry in Canada, and Canadian society as a whole, on a course to a more ecologically sustainable future.

The environmental community chose to participate in the Whitehorse Mining Initiative to learn about the concerns of other stakeholders, to share its convictions about the environment and educate other stakeholders about the basis for these convictions, and to accommodate and support the needs of all stakeholders within the limits of these convictions. We seek from the mining industry and government support for three key measures of environmental sustainability: natural areas free of mineral development, better environmental practices during all phases of mining development, and more open, transparent and fair decision-making processes.

Government and industry are working to revitalize the mining industry to address growing international competition. The environmental community maintains that there is also a need to address the nation's growing ecological deficit and to cooperate globally to protect our planet's stressed ecosystems. The drive to strengthen the mining industry cannot be at the expense of Canadian environmental objectives, health and safety standards, and the aspirations of Aboriginal peoples. The environmental community believes that, as a society, we must learn to address our social and economic needs within the planet's ecological limits.



THE CANADIAN INSTITUTE OF MINING, METALLURGY AND PETROLEUM (CIM) PERSPECTIVE ON THE WHITEHORSE MINING INITIATIVE

Founded in 1898, the Canadian Institute of Mining, Metallurgy and Petroleum (CIM) is the sole national technical organization in the minerals and petroleum industry in Canada. CIM represents twenty thousand (20,000) people in its dozens of Branches, Sections, Divisions and Societies, from Victoria to St. John's, from Toronto to Baffin Island.

CIM sought out involvement in the Whitehorse Mining Initiative (WMI) because it firmly believed in the process and its prospects.

For our members, living as they do in the communitites that produce Canada's mineral wealth, the mining industry puts bread and butter on their tables. Its impact is not an abstract concept; its importance is not hypothetical. It is real.

Our members are sensitive to the wilderness — because they live near it and work in it. They are aware of the importance of the environment: as scientists and engineers, it is they who will help to ensure that sustainable economical development is a reality.

They are conscious of the need for solutions now — because they believe in the future.

For the members of CIM, the WMI brings people together that are, like CIM, a reflection of Canada itself. We support the WMI and we look forward to its results being representative of a process of genuine, heartfelt collective wisdom. We believe that the process represented by this accord is the beginning of a new era in the mineral industry — one that will secure our country's economic future.

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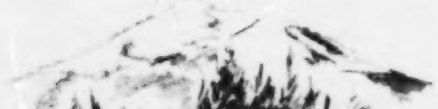

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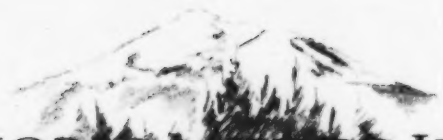

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